

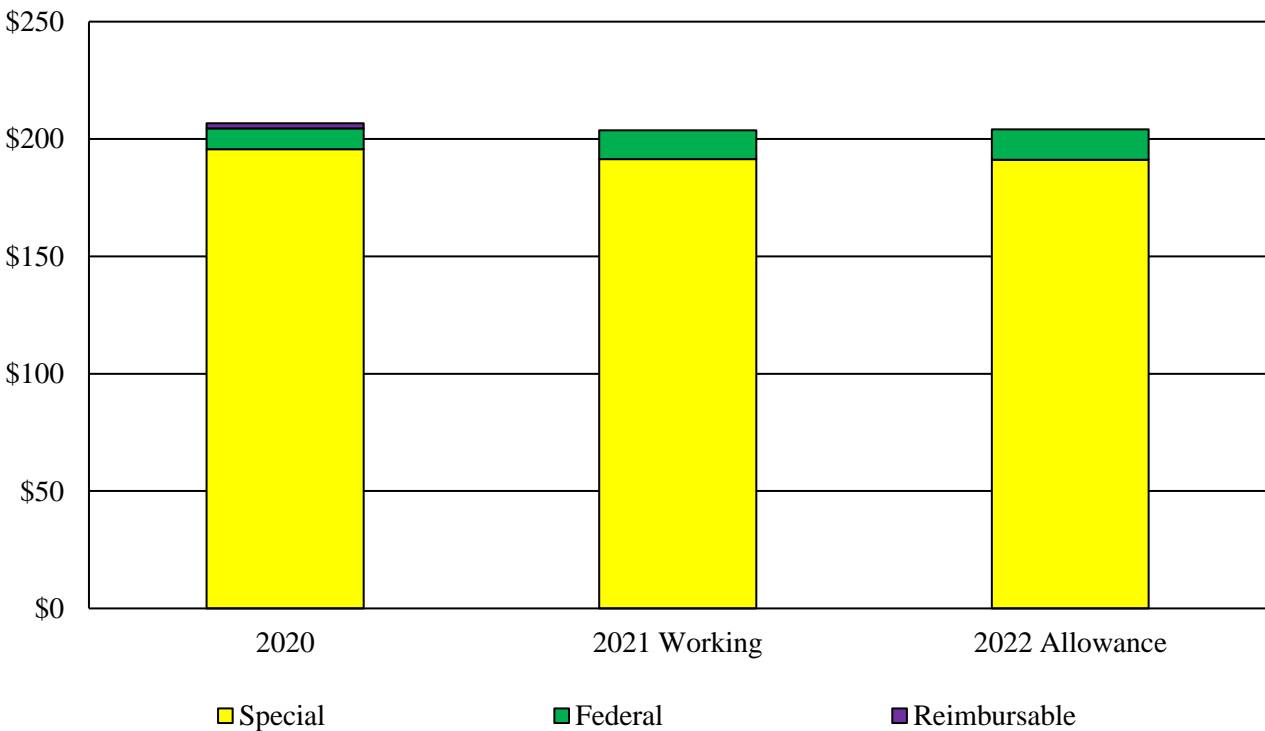
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Motor Vehicle Administration
Maryland Department of Transportation

Executive Summary

The Motor Vehicle Administration (MVA) is responsible for supplying motor vehicle services to the citizens of Maryland, including driver license services, registration and titling of vehicles, administering vehicle inspection and driver safety programs, and the regulation of businesses related to the sale and rental of motor vehicles and the training of drivers.

Operating Budget Summary

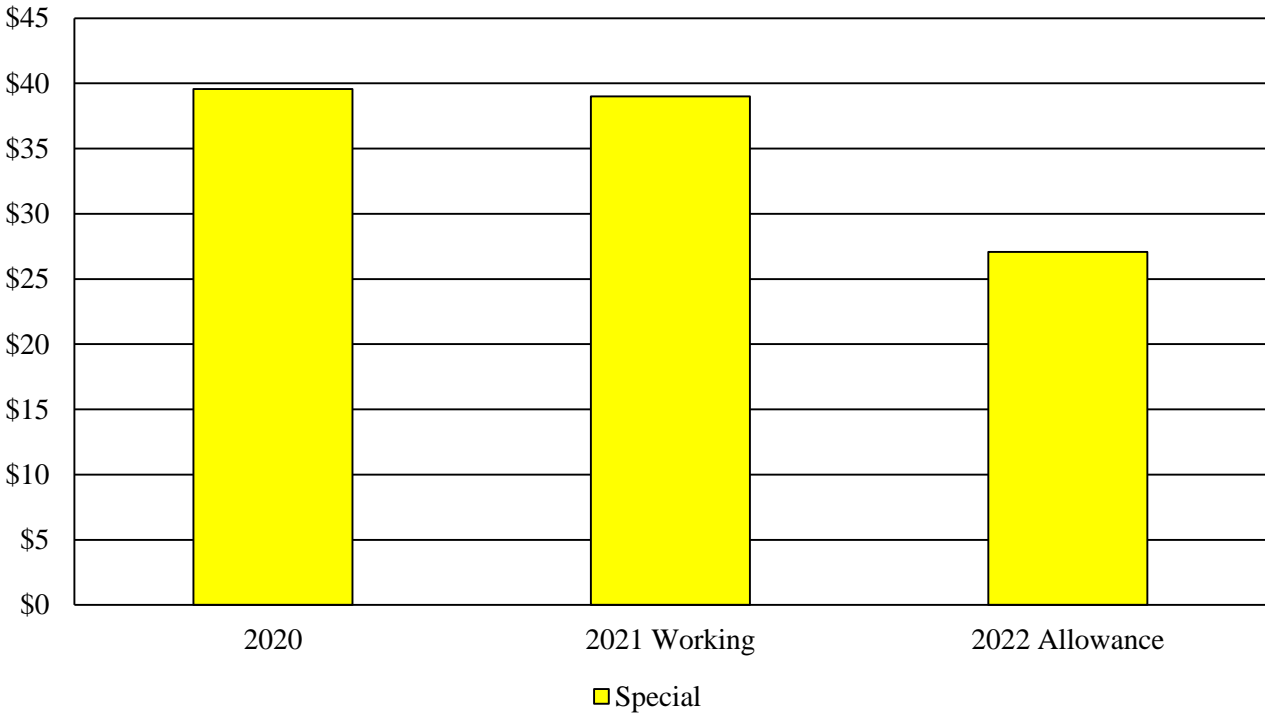
Fiscal 2022 Budget Increases \$0.3 Million, or 0.2%, to \$204.1 Million
(\$ in Millions)



Note: The fiscal 2021 appropriation includes deficiencies, planned reversions, and a general salary increase. The fiscal 2022 allowance includes contingent reductions and annualization of the fiscal 2021 general salary increase.

PAYGO Capital Budget Summary

**Fiscal 2022 PAYGO Budget Decreases \$11.9 Million, or 30.5%, to \$27.1 Million
(\$ in Millions)**



PAYGO: pay-as-you-go

Note: The fiscal 2021 appropriation includes deficiencies, planned reversions, and a general salary increase. The fiscal 2022 allowance includes contingent reductions and annualization of the fiscal 2021 general salary increase.

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- The reduction in funding for the capital budget results from decreased revenue attainment caused by the COVID-19 pandemic and the cashflow for the Customer Connect project as the project reaches completion

Key Observations

- ***New REAL ID Act Deadline Is October 1, 2021:*** The REAL ID Act is a federal law that established specific minimum federal standards for state-issued driver’s licenses and identification cards to be accepted for certain federal purposes. This includes entering federal buildings and boarding a domestic commercial airplane. Enforcement of the REAL ID Act at the individual level has been delayed by the U.S. Department of Homeland Security due to the COVID-19 pandemic and will now begin on October 1, 2021.
- ***Office of Legislative Audits (OLA) MVA Report Contains Nine Findings:*** OLA’s audit of MVA released in September 2020 includes nine findings including one repeat finding. OLA found that MVA did not provide adequate safeguards over personally identifiable information. The one repeat finding from the previous OLA audit was that MVA did not adequately control electronically submitted bids.

Operating Budget Recommended Actions

1. Adopt committee narrative requesting a report on Maryland REAL ID Act implementation.

PAYGO Budget Recommended Actions

1. Concur with Governor’s allowance.

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Motor Vehicle Administration
Maryland Department of Transportation

Budget Analysis

Program Description

The Motor Vehicle Administration (MVA) is responsible for supplying motor vehicle services to the citizens of Maryland. These services include:

- licensing all commercial and noncommercial drivers;
- registering and titling vehicles;
- issuing tags and permits for persons with a disability;
- issuing photo identification (ID) cards for nondriver residents;
- regulating motor vehicle dealers, sales staff, vehicle rental companies, driver education schools, and driver education instructors;
- administering the compulsory insurance compliance program, Vehicle Emissions Inspection Program (VEIP), and driver safety programs; and
- coordinating the State's highway safety efforts.

Performance Analysis: Managing for Results

1. Efficient Management Practices through Technological Enhancement

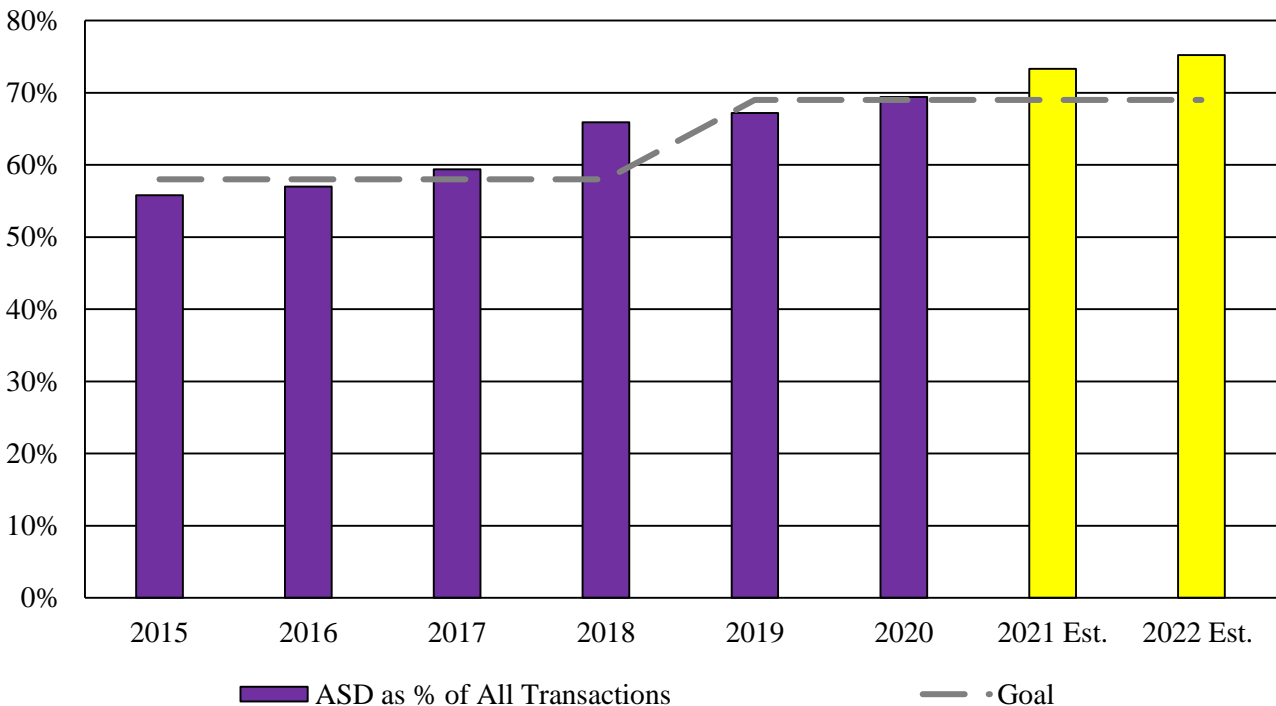
MVA's mission is to provide exemplary driver and vehicle services that provide Maryland mobility and safety while enhancing process and product security. MVA strives to implement efficient and effective management processes in pursuit of this mission.

MVA continues to make significant information technology (IT) investments to improve outdated systems and increase the number of alternative service delivery (ASD) transactions performed as a way to reduce customer wait times and improve the customer experience. This includes transactions performed online via the MVA eStore, at MVA kiosks, by mail, or via the telephone call center. Examples of new ASD services include (1) a REAL ID status look-up tool; (2) the ability to review whether driving privileges are suspended prior to obtaining a copy of one's driving records, as well as the ability to print a list of the applicable suspensions; (3) the sale of CharmCards; (4) provisions

through which commercial driver’s license holders can obtain drivers’ services products; and (5) the ability to renew dealer’s tags through the MVA eStore. In addition, MVA modified the eStore and kiosks to alert customers by email regarding transactions made through these sources as a means of fraud prevention and show the customer’s current address when performing a duplicate transaction to ensure that the user enters the correct address in subsequent transactions.

In fiscal 2020, MVA met its goal by having 69.4% of all transactions completed via ASD, up from 67.2% in fiscal 2019. This increase can be seen in **Exhibit 1**. The Maryland Department of Transportation projections indicate that MVA will hit this new goal in fiscal 2021 and 2022 as well. In May 2020, MVA announced that drivers with commercial licenses need to renew or obtain copies of commercial driver’s licenses on the MVA eStore and self-service kiosks. During the COVID-19 pandemic, Marylanders were still able to use the MVA eStore and self-service kiosks to complete MVA transactions.

Exhibit 1
ASD Transactions as Percentage of All Transactions
Fiscal 2015-2022 Est.

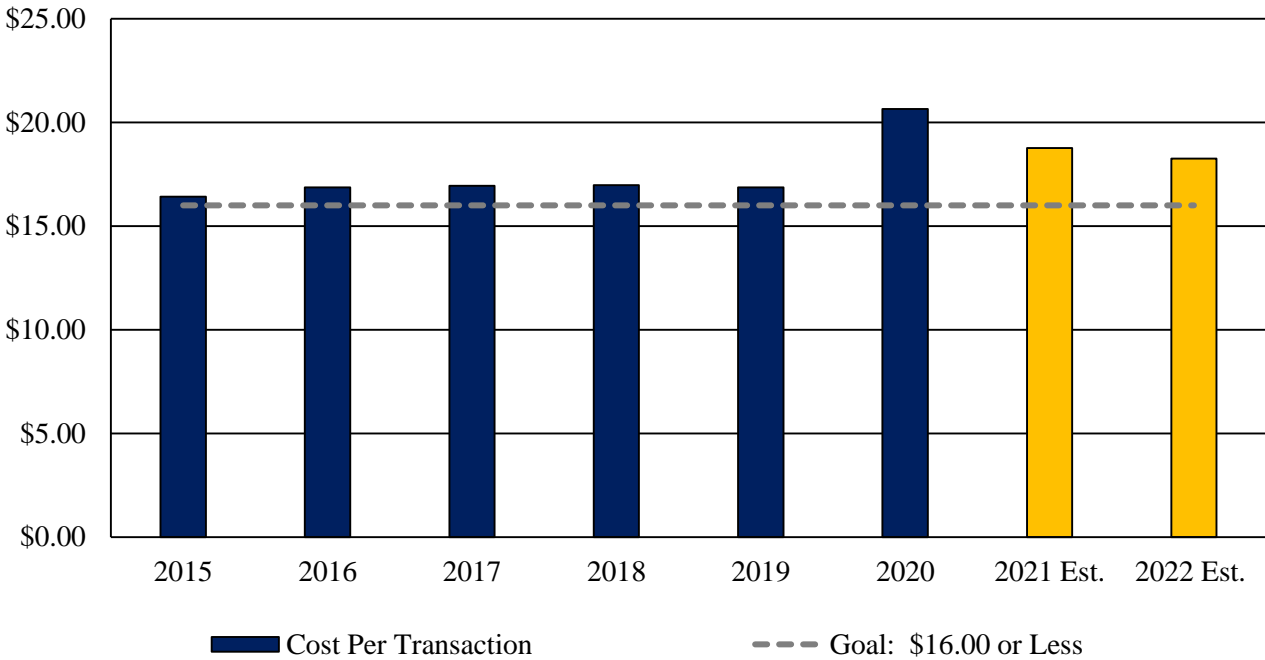


ASD: alternative service delivery

Source: Department of Budget and Management

Another indicator of the efficiency of MVA business practices is the average cost per MVA transaction. **Exhibit 2** demonstrates that MVA’s goal is to keep this amount at or below \$16.00. The upward trend in the average cost per transaction increased in fiscal 2020 to \$20.65. Projections indicate that this number is expected to decrease in both fiscal 2021 and 2022.

Exhibit 2
Average Cost Per MVA Transaction
Fiscal 2015-2022 Est.



MVA: Motor Vehicle Administration

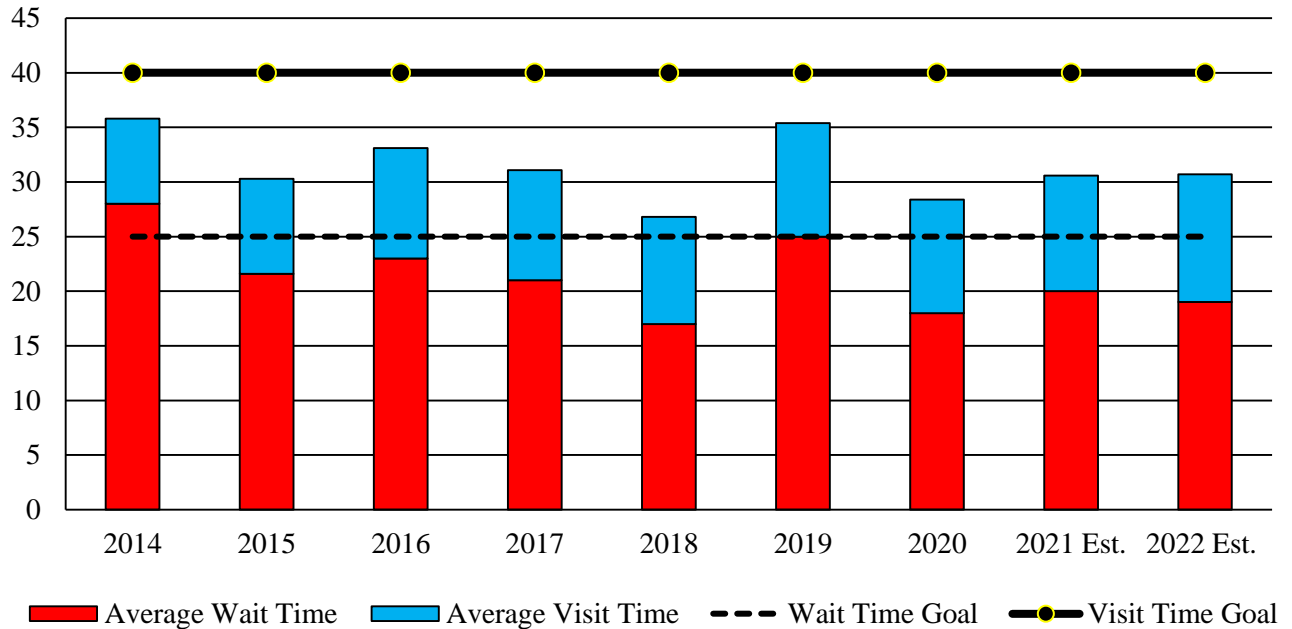
Source: Department of Budget and Management

2. Exemplary Customer Service

MVA strives to keep the average customer wait and visit time at MVA branch offices to 25 and 40 minutes, respectively. Wait time is the time from when a walk-in customer (*i.e.*, a customer who does not use a form of ASD to complete their transactions) receives a service ticket until the time that the ticket number is called, whereas visit time is the sum of the wait time plus the time that it takes to complete a customer’s transaction. **Exhibit 3** shows the performance for these measures for fiscal 2014 through the fiscal 2022 estimate. The average wait time in fiscal 2020 decreased to 18 minutes from

25 minutes in the prior year. The average visit time also decreased from 35.4 minutes in fiscal 2019 to 28.4 minutes in fiscal 2020.

Exhibit 3
Average Customer Wait and Visit Times
 Fiscal 2014-2022 Est.



Source: Department of Budget and Management

Fiscal 2021

Proposed Deficiency

A deficiency appropriation reduces the fiscal 2021 budget for MVA by \$8.3 million to reflect revenue declines in the Transportation Trust Fund (TTF) due to the effects of the COVID-19 pandemic and to realign appropriations to address pandemic-related operating changes.

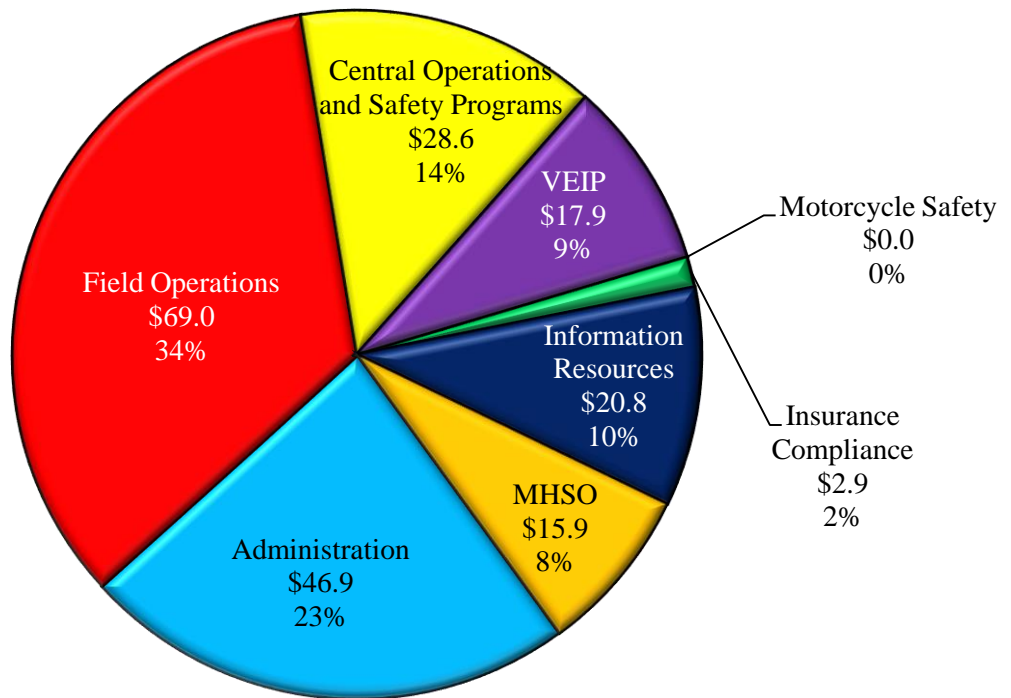
Cost Containment

Costs containment reductions for MVA are reflected through the deficiency appropriation discussed above.

Fiscal 2022 Overview of Agency Spending

The MVA fiscal 2022 operating budget allowance is \$204.1 million. Funding is a mix of both special funds from the TTF and federal funds. As shown in **Exhibit 4**, MVA splits operating funding among eight subprograms: Administration; Field Operations; Central Operations and Safety Programs; VEIP; Motorcycle Safety; Insurance Compliance; Information Resources; and the Maryland Highway Safety Office.

Exhibit 4
Overview of Agency Spending
Fiscal 2022 Allowance
(\$ in Millions)



MHSO: Maryland Highway Safety Office
VEIP: Vehicle Emissions Inspection Program

Note: Does not include annualization of the fiscal 2021 general salary increase, or the state law enforcement general salary increase or increments.

Source: Governor’s Fiscal 2022 Budget Books

Proposed Budget Change

The fiscal 2022 allowance increases by approximately \$0.3 million from the fiscal 2021 working appropriation. **Exhibit 5** shows that this increase is a 0.2% change over the prior year. This includes a roughly \$1.0 million increase for the annualization of the January 1, 2021 2% general salary increase.

**Exhibit 5
Proposed Budget
MDOT – Motor Vehicle Administration
(\$ in Thousands)**

How Much It Grows:	Special <u>Fund</u>	Federal <u>Fund</u>	Reimb. <u>Fund</u>	<u>Total</u>
Fiscal 2020 Actual	\$195,720	\$8,831	\$2,143	\$206,694
Fiscal 2021 Working Appropriation	191,440	12,280	0	203,720
Fiscal 2022 Allowance	<u>191,149</u>	<u>12,904</u>	<u>0</u>	<u>204,053</u>
Fiscal 2021-2022 Amount Change	-\$291	\$625	\$0	\$333
Fiscal 2021-2022 Percent Change	-0.2%	5.1%	0%	0.2%

Where It Goes:	<u>Change</u>
Personnel Expenses	
Annualization of fiscal 2021 2% general salary increase	1,012
Health insurance	614
Turnover expectancy	381
Unemployment compensation	225
Retiree health insurance premiums.....	206
SLEOLA 4% COLA and increments	36
Law enforcement officer pension system.....	-62
Social Security contributions.....	-99
Workers' compensation.....	-187
Employees' retirement system	-455
Other personnel adjustments	-719
Other Changes	
Increase in rent	248
In-state travel expenses.....	40
Data processing hardware.....	35
Cell phone expenditures	30
Motor vehicle expenses	12
Other adjustments.....	4

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Where It Goes:	<u>Change</u>
Contractual salaries and fringe benefits.....	-49
Decrease in office supplies expenses.....	-66
Other fixed costs.....	-115
Utilities	-261
Decrease in administrative hearings expenses.....	-498
Total	\$333

COLA: cost-of-living adjustment
MDOT: Maryland Department of Transportation
SLEOLA: State Law Enforcement Officers Labor Alliance

Note: Numbers may not sum to total due to rounding.

Operating and PAYGO Personnel Data

	<u>FY 20</u> <u>Actual</u>	<u>FY 21</u> <u>Working</u>	<u>FY 22</u> <u>Allowance</u>	<u>FY 21-22</u> <u>Change</u>
Regular Operating Budget Positions	1,699.50	1,698.50	1,699.50	1.00
Regular PAYGO Budget Positions	<u>7.00</u>	<u>9.00</u>	<u>7.00</u>	<u>-2.00</u>
Total Regular Positions	1,706.50	1,707.50	1,706.50	-1.00
Operating Budget FTEs	0.00	6.50	0.00	-6.50
PAYGO Budget FTEs	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>	<u>0.00</u>
Total FTEs	6.50	6.50	0.00	-6.50
Total Personnel	1,706.50	1,714.00	1,706.50	-7.50

Vacancy Data: Regular Positions

Turnover and Necessary Vacancies, Excluding New Positions	85.16	5.01%
Positions and Percentage Vacant as of 12/31/20	142.0	8.32%
Vacancies Above Turnover	56.84	3.31%

- The fiscal 2022 allowance includes a reduction of 1.00 regular position and a reduction of 6.50 full-time equivalents.

PAYGO Capital Program

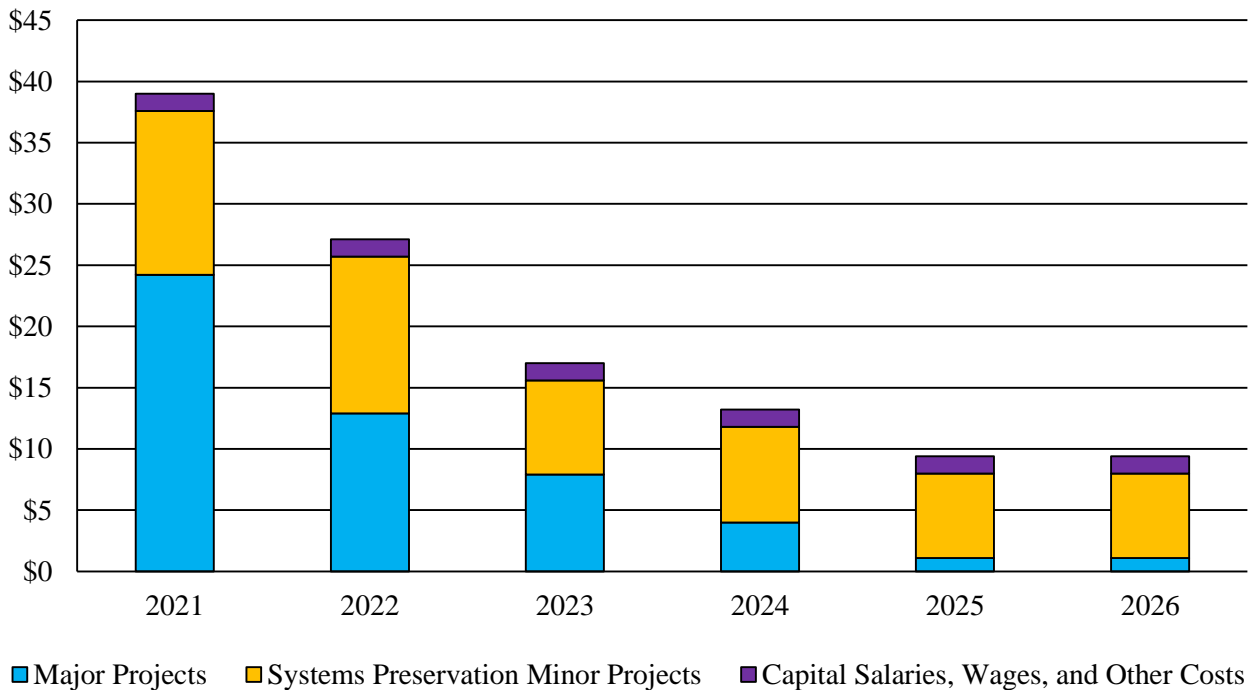
Program Description

The Facilities and Capital Equipment Program provides funds for new capital facilities, renovations to existing facilities, the development of the new major IT systems, and the purchase of capital equipment.

Fiscal 2021 to 2026 Consolidated Transportation Program

The fiscal 2021 to 2026 *Consolidated Transportation Program* for MVA totals \$115.2 million, which is a decrease of \$31.8 million over the prior year’s six-year program, as seen in **Exhibit 6**.

Exhibit 6
Six-year PAYGO Allowance
Fiscal 2021-2026
(\$ in Millions)



PAYGO: pay-as-you-go

Source: Maryland Department of Transportation, Fiscal 2021-2026 *Consolidated Transportation Program*

Fiscal 2022 Capital Allowance

Exhibit 7 shows the programmed funds for the fiscal 2022 capital allowance by project and program along with total estimated costs and six-year funding for each program.

**Exhibit 7
PAYGO Capital Allowance
Fiscal 2022**

<u>Jurisdiction</u>	<u>Project Description</u>	<u>2022</u>	<u>Total Estimated Cost</u>	<u>Six-year Total</u>
Projects				
Statewide	Alternative Service Delivery Systems	\$1,198	\$32,836	\$7,285
Statewide	Customer Connect	10,718	81,203	28,471
Anne Arundel	Glen Burnie Headquarters Renovation	1,025	15,632	15,434
Subtotal – Projects		\$12,941	\$114,039	51,190
Programs				
Statewide	System Preservation and Minor Projects	\$12,800	n/a	\$55,600
Statewide	Capital Salaries	1,400	n/a	8,400
Subtotal – Programs		\$14,200	n/a	\$64,000
Total – Projects and Programs		\$27,141	\$114,039	\$115,190

PAYGO: pay-as-you-go

Source: Maryland Department of Transportation, Fiscal 2021-2026 *Consolidated Transportation Program*

Issues

1. Impact of COVID-19

On March 20, 2020, MVA closed all branch offices in response to the COVID-19 pandemic. Following an executive order, MVA granted extensions for a number of the services that it provides, including driver's license or ID card, vehicle registration, and emissions inspections. MVA also canceled permit or driving skills tests in response to the pandemic. Starting June 8, 2020, MVA started to reopen branch offices on an appointment-only basis, and this was followed with additional reopenings on June 22, 2020. The Vehicle Emissions Inspection sites were reopened statewide on October 19, 2020. However, due to worsening COVID-19 case numbers in the State, MVA again suspended in-person services from December 21, 2020, through January 3, 2021. Driver's licenses, ID cards, permits, and registrations that expired after March 12, 2020, are still extended until further notice. The COVID-19 pandemic has also impacted the rollout of the REAL ID Act in the State. MVA also has stated that one MVA employee has died due to COVID-19.

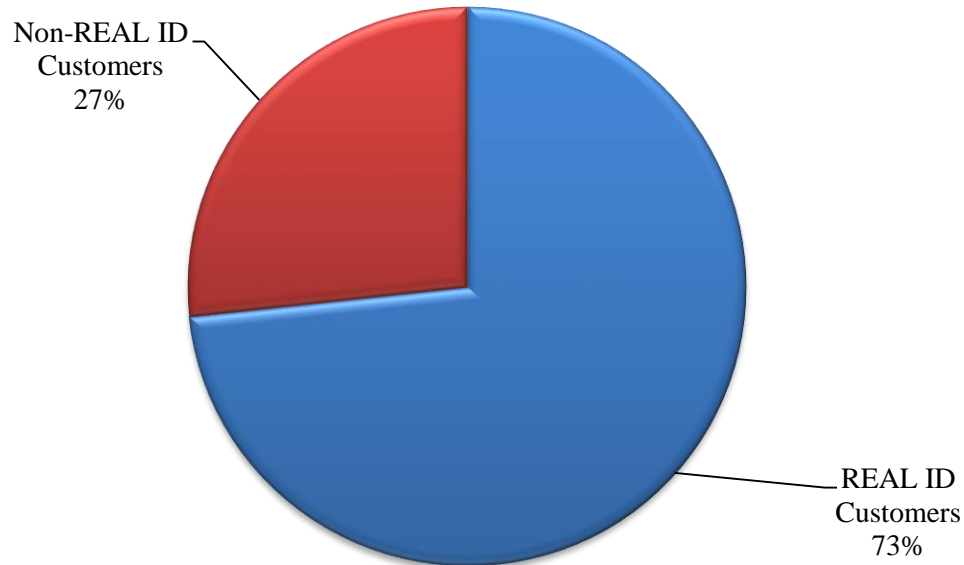
COVID-19 Pandemic Leads to REAL ID Deadline Extension

The U.S. Department of Homeland Security has extended the REAL ID deadline until October 1, 2021, due to the ongoing COVID-19 pandemic. Previously, the deadline set for the enforcement of the REAL ID Act at the individual level was October 1, 2020. Once the new deadline passes, federal agencies, including the Transportation Security Administration, will only accept REAL ID-compliant IDs for federal purposes such as entering a federal building or boarding a domestic commercial airplane flight. Maryland has been REAL ID-compliant since 2011, but it continues to work toward ensuring that all Maryland residents are compliant ahead of the deadline.

Exhibit 8 shows the percentage of Marylanders with State-issued ID cards who have REAL ID-compliant cards versus non-REAL ID-compliant. As of February 17, 2021, 73% of holders of State-issued IDs had REAL ID-compliant IDs and 27% had non-REAL ID-compliant IDs.

Given the potentially significant consequences for an individual that does not have a REAL ID-compliant identification, the Department of Legislative Services recommends the adoption of committee narrative requesting that MVA provide data prior to and following the October 1, 2021 deadline regarding the number of noncompliant Maryland residents, the number of outstanding recalled IDs, and the agency's efforts to continue to ensure compliance for all individuals.

Exhibit 8
REAL ID and Non-REAL IDs in Maryland
Fiscal 2021



Note: Data is through February 17, 2021.

Source: Motor Vehicle Administration

2. Office of Legislative Audits Audit Identifies Several Areas of Concern

The Office of Legislative Audits (OLA) released an audit of MVA in September 2020. The audit had nine findings; a full list can be found in **Appendix 2**. In its presentation to the Joint Audit and Evaluation Committee, OLA highlighted a few key findings. OLA found that MVA lacked adequate procedures to:

- prevent, identify, investigate, and cancel products (including REAL IDs) that were issued based on questionable documentation;
- apply points or suspend/revoke licenses for serious motor vehicle convictions received in other states;

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- ensure products issued using manual overrides of system controls were proper; and
- notify other states when it issued a noncommercial license to an individual that had a license from another state and update related driving records for out-of-state traffic convictions.

OLA also highlighted that MVA did not provide adequate safeguards over personally identifiable information. There was also one repeat finding from the previous OLA audit, which was that MVA did not adequately control electronically submitted bids. **MVA should comment on the audit findings and on efforts to address the issues raised in the audit.**

Operating Budget Recommended Actions

1. Adopt the following narrative:

Maryland REAL ID Act Implementation Report: The COVID-19 pandemic delayed implementation of the REAL ID Act. Federal law now requires that starting October 1, 2021, all state-issued driver’s licenses and identification cards be in compliance with the REAL ID Act requirements if an individual seeks to enter a federal facility or board a commercial domestic airline flight. Due to the potential consequences for Maryland residents who are not in compliance with the REAL ID Act when the deadline passes, the budget committees request that the Motor Vehicle Administration (MVA) submit a pre- and post-deadline report regarding the implementation of the new October 1, 2021 REAL ID deadline. These reports should include the number of Maryland residents not in compliance as of June 1, 2021, and November 1, 2021, respectively. The pre-deadline report should also include information on the number of outstanding recalled driver’s licenses and identification cards and MVA’s efforts to meet the deadline, and the post-deadline report should include information on MVA’s plan to deal with the Maryland residents still not in compliance. The reports shall be provided by July 1, 2021, and December 1, 2021, respectively.

Information Request	Author	Due Date
Pre-deadline report on REAL ID implementation	MVA	July 1, 2021
Post-deadline report on REAL ID implementation	MVA	December 1, 2021

PAYGO Budget Recommended Actions

1. Concur with Governor’s allowance.

Appendix 1
2020 Joint Chairmen’s Report Responses from Agency

The 2020 *Joint Chairmen’s Report* (JCR) requested that the Motor Vehicle Administration (MVA) prepare two reports. Electronic copies of the full JCR responses can be found on the Department of Legislative Services Library website.

- ***Maryland REAL ID Act Implementation Report (Pre-deadline):*** This report included information on the number of outstanding recalled driver’s licenses and identification cards and MVA’s efforts to meet the deadline, along with an explanation of the rubric that that was used to decide which MVA facilities would be open for additional days and extended hours. Further discussion of this issue can be found in Issue 1.
- ***Maryland REAL ID Act Implementation Report (Post-deadline):*** This report was intended to be submitted after the October 1, 2020 deadline for the implementation of the REAL ID Act. Due to the fact that COVID-19 lead to the delay of the REAL ID Act, MVA submitted a letter outlining these facts in lieu of the report.

Appendix 2 Audit Findings

Audit Period for Last Audit:	December 15, 2015 – June 2, 2019
Issue Date:	September 2020
Number of Findings:	9
Number of Repeat Findings:	1
% of Repeat Findings:	11%

- Finding 1:** The Motor Vehicle Administration (MVA) did not always use available data to prevent, or identify, investigate, and cancel products (including REAL IDs) that were issued based on questionable documentation. As a result, products may have been issued to ineligible individuals.
- Finding 2:** MVA did not always apply points or suspend/revoke noncommercial licenses as required for serious motor vehicle convictions received in other states.
- Finding 3:** Supervisors approved certain products that were issued using manual overrides of system controls without adequate support and did not document efforts to recover products issued due to improper overrides.
- Finding 4:** MVA did not make all the required notifications to other states when it issued a noncommercial license.
- Finding 5:** MVA did not update driving records for traffic-related convictions received by individuals licensed in other states who subsequently obtained a Maryland license.
- Finding 6:** Due to limitations with the MVA licensing and drivers records systems, sensitive personal identifiable information for millions of individuals was stored in a manner that did not provide adequate safeguards, and licensing information was accessible to numerous employees. In addition, MVA did not perform periodic comprehensive reviews to identify and terminate unnecessary user access to the system.
- Finding 7:** MVA’s procedures were not sufficient for securing numerous computers using installed outdated versions of malware protection software.
- Finding 8:** MVA did not obtain sufficient documentation to verify the propriety of billings from two information technology services vendors. MVA also did not always ensure that vendor employees were qualified or evaluate the employee’s performance as required.
- Finding 9:** **MVA did not have adequate safeguards in place to secure competitive bids that were electronically received and document that two employees were present for bid openings.**

*Bold denotes item repeated in full or part from preceding audit report.

Appendix 3
Object/Fund Difference Report
Maryland Department of Transportation – Motor Vehicle Administration

<u>Object/Fund</u>	<u>FY 20</u> <u>Actual</u>	<u>FY 21</u> <u>Working</u> <u>Appropriation</u>	<u>FY 22</u> <u>Allowance</u>	<u>FY 21 - FY 22</u> <u>Amount Change</u>	<u>Percent</u> <u>Change</u>
Positions					
01 Regular	1,699.50	1,698.50	1,699.50	1.00	0.1%
02 Contractual	0.00	6.50	0.00	-6.50	-100.0%
Total Positions	1,699.50	1,705.00	1,699.50	-5.50	-0.3%
Objects					
01 Salaries and Wages	\$ 129,592,630	\$ 130,089,274	\$ 125,463,435	-\$ 4,625,839	-3.6%
02 Technical and Spec. Fees	655,682	1,295,900	274,657	-1,021,243	-78.8%
03 Communication	6,939,418	7,425,191	6,834,799	-590,392	-8.0%
04 Travel	174,064	193,943	233,106	39,163	20.2%
06 Fuel and Utilities	1,761,992	1,990,173	1,729,251	-260,922	-13.1%
07 Motor Vehicles	340,084	328,540	340,208	11,668	3.6%
08 Contractual Services	49,930,846	49,463,070	47,057,754	-2,405,316	-4.9%
09 Supplies and Materials	1,542,702	1,218,071	968,124	-249,947	-20.5%
10 Equipment – Replacement	60,671	62,608	62,608	0	0%
11 Equipment – Additional	78,116	51,416	51,416	0	0%
12 Grants, Subsidies, and Contributions	6,539,225	9,629,552	9,536,710	-92,842	-1.0%
13 Fixed Charges	9,078,615	9,353,988	9,487,269	133,281	1.4%
Total Objects	\$ 206,694,045	\$ 211,101,726	\$ 202,039,337	-\$ 9,062,389	-4.3%
Funds					
03 Special Fund	\$ 195,719,633	\$ 198,824,361	\$ 189,134,838	-\$ 9,689,523	-4.9%
05 Federal Fund	8,831,423	12,277,365	12,904,499	627,134	5.1%
09 Reimbursable Fund	2,142,989	0	0	0	0.0%
Total Funds	\$ 206,694,045	\$ 211,101,726	\$ 202,039,337	-\$ 9,062,389	-4.3%

Note: The fiscal 2021 appropriation does not include deficiencies, targeted revenues, or across-the-board reductions. The fiscal 2022 allowance does not include contingent reductions or cost-of-living adjustments.

Appendix 4
Fiscal Summary
Maryland Department of Transportation – Motor Vehicle Administration

<u>Program/Unit</u>	<u>FY 20 Actual</u>	<u>FY 21 Wrk Approp</u>	<u>FY 22 Allowance</u>	<u>Change</u>	<u>FY 21 - FY 22 % Change</u>
01 Motor Vehicle Operations	\$ 196,180,501	\$ 195,252,725	\$ 186,177,689	-\$ 9,075,036	-4.6%
03 Facilities and Capital Equipment	16,923,111	21,746,209	16,347,250	-5,398,959	-24.8%
04 Maryland Highway Safety Office	10,513,544	15,849,001	15,861,648	12,647	0.1%
08 Major IT Development Projects	22,645,775	17,255,372	10,718,000	-6,537,372	-37.9%
Total Expenditures	\$ 246,262,931	\$ 250,103,307	\$ 229,104,587	-\$ 20,998,720	-8.4%
Special Fund	\$ 235,288,519	\$ 237,825,942	\$ 216,200,088	-\$ 21,625,854	-9.1%
Federal Fund	8,831,423	12,277,365	12,904,499	627,134	5.1%
Total Appropriations	\$ 244,119,942	\$ 250,103,307	\$ 229,104,587	-\$ 20,998,720	-8.4%
Reimbursable Fund	\$ 2,142,989	\$ 0	\$ 0	\$ 0	0.0%
Total Funds	\$ 246,262,931	\$ 250,103,307	\$ 229,104,587	-\$ 20,998,720	-8.4%

Note: The fiscal 2021 appropriation does not include deficiencies, targeted revenues, or across-the-board reductions. The fiscal 2022 allowance does not include contingent reductions or cost-of-living adjustments.